

Message Text

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ACTION NEA-10

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R 240446Z APR 77
FM AMEMBASSY KABUL
TO SECSTATE WASHDC 2339
INFO AMEMBASSY ANKARA
AMEMBASSY ISLAMABAD
AMEMBASSY TEHRAN
USMISSION GENEVA

C O N F I D E N T I A L SECTION 1 OF 3 KABUL 2770

DEPARTMENT AND ANKARA PASS DEA

E.O. 11652: GDS
TAGS: SNAR, AF
SUBJ: VISIT BY NARCOTICS CONTROL PROGRAM DEVELOPMENT TEAM

REF: KABUL 2324

1. SUMMARY: THE APRIL 17-23 VISIT TO AFGHANISTAN BY THE
NARCOTICS CONTROL PROGRAM DEVELOPMENT TEAM -- RONALD NICHOL-
SON (STATE -S/NM), MICHAEL DEMETRE (UNFDAC), DOUGLAS ARCHARD
(STATE -NEA/PAB), DOMINICK MINGIONE (DEA) AND RUSS ARUSLAN
(DEA)-- INCLUDED DISCUSSIONS WITH GOVERNMENT OF AFGHANISTAN
(GOA OFFICIALS FROM THE MINISTRIES OF FOREIGN AFFAIRS,
INTERIOR, PUBLIC HEALTH, AND AGRICULTURE. FOLLOWING THESE
DISCUSSIONS, SPECIFIC PROPOSALS FOR THE IMPLEMENTATION OF
A NARCOTICS PRODUCTION CONTROL PROGRAM WERE GIVEN BY THE
AMBASSADOR AND THE TEAM TO AFGHAN MINISTER IN CHARGE FOR
FOREIGN AFFAIRS, WAHEED ABDULLAH, ON APRIL 20. HE ASSURED
THE TEAM THAT THESE PROPOSALS WOULD BE SERIOUSLY
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CONSIDERED BY THE GOA AND THAT APPROPRIATE RESPONSES
WOULD BE FORTHCOMING SOON. A ONE-DAY TRIP TO
KANDAHAR AND LASHKARGAH SUPPORTED THE GENERAL
IMPRESSION, GAINED FROM OTHER REPORTS, THAT A
BUMPER POPPY CROP IS BEING PRODUCED IN AFGHANISTAN
THIS YEAR. TEAM AND U. S. MISSION AGREE THAT NO NARCOTICS
CONTROL ACTION PLAN (NCAP) FOR AFGHANISTAN IS NECESSARY AT

THIS TIME. THIS MESSAGE PROPOSES NEXT STEPS FOR THE USG AND THE LDOA. END SUMMARY.

2. FOR THE MOST PART, THE OBJECTIVES OF THE VISIT

CONTAINED IN REFTEL WERE ACHIEVED DURING THE TEAM'S STAY IN AFGHANISTAN. THE INTENSE AND HIGH-LEVEL UNITED STATES INTEREST IN, AND CONCERN OVER, THE PROBLEM OF NARCOTICS PRODUCTION WAS REPEATEDLY EMPHASIZED DURING THE TEAM'S DISCUSSIONS WITH VARIOUS GOA OFFICIALS. IN THIS REGARD, WAHEED ABDULLAH, THE FOREIGN MINISTER, REMARKED THAT HIS OWN INTEREST IN A NARCOTICS PROGRAM HAD BEEN FLAGGING (DESPITE RECENT HIGH LEVEL APPROACHES BY THE U.S. MISSION ON THE NARCOTICS PROBLEM) BECAUSE THE USG AHD NOT BEEN MOVING FORWARD WITH AN ACTION PLAN. AS A RESULT OF THE TEAM'S VISIT, HOWEVER, ABDULLAH SAID HE WAS ENCOURAGED BECAUSE THE UNITED STATES SEEMED MORE SERIOUS IN ITS APPROACH. THUS, AT LEAST ONE TOP-LEVEL GOA OFFICIAL TRIED TO CREATE THE IMPRESSION THAT THE VISIT HAD ELEVATED SOMEWHAT THE CONCERN WITH WHICH THE USG VIEWS THE NARCOTICS PRODUCTION CONTROL PROBLEM.

3. THE SPECIFIC PROPOSALS SUBMITTED BY THE U.S. MISSION TO WAHEED ABDULLAH EMBRACED THE OTHER OBJECTIVES OF THE VISIT, EVEN THOUGH THERE WAS NOT COMPLETE AGREEMENT ON THE PRIORITIES OF THE VARIOUS PROGRAMS. THESE PROPOSALS WERE:
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A. ESTABLISHMENT OF AN INTERNATIONAL COORDINATING COMMITTEE TO OVERSEE ALL ELEMENTS OF THE CONTROL PROGRAM.

-- MEMBERS OF THE COMMITTEE FROM THE U.S. MISSION IN KABUL WILL BE MR BRUCE FLATIN, POLITICAL COUNSELOR, AND MR MICHEAL HURLEY, DRUG ENFORCE ADMINISTRATON, SPECIAL AGENT IN CHARGE.

-- THE GOVERNMENT OF AFGHANISTAN WILL NAME ITS REPRESENTATIVES FROM APPROPRIATE MINISTRIES, INVITE PARTICIPATION FROM OTHER COUNTRIES AND INTERNATIONAL ORGANIZATIONS, AND CONVENE MEETINGS OF THE COMMITTEE,

B. COMPLETION OF AN INITIAL SURGEY TO DEVELOP BASE-LINE DATA DETERMINING THE EXTENT OF OPIUM POPPY PRODUCTION IN PREPARATION FOR AN ERADICATIRN CAMPAIGN.

-- THE U.S. GOVERNMENT WILL ATTEMPT TO PROVIDE
AN AIRPLANE AND PILOTS ON A TEMPORARY BASIS FROM
THE DRUG ENFORCEMENT ADMINISTRATION FOR USE BY THE
MINISTRY OF INTERIOR IN CONDUCTING SUCH AN AERIAL
SURVEY.

-- THE GOVERNMENT OF AFGHANISTAN WILL PROVIDE
AN ON-GROUND SURVEY TO SUPPLEMENT THE AERIAL SURVEY.
BOTH ASPECTS OF THE SURVEY WOULD BE COORDINATED
BY A GOVERNMENT OF AFGHANISTAN OFFICIAL.

C. INCREASED TRAINING OF DRUG ENFORCEMENT OFFICERS.

--THE U.S. GOVERNMENT WILL UNDERTAKE A TWO-
WEEK TRAINING PROGRAM TO BE CONDUCTED IN AFGHANISTAN.
THIS WILL BE FOLLOWED BY FURTHER U.S. ASSISTANCE
ON UPGRADING AFGHANISTAN'S OWN TRAINING ESTABLISHMENT.
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C O N F I D E N T I A L SECTION 2 OF 3 KABUL 2770

-- THE GOVERNMENT OF AFGHANISTAN WILL APPOINT
A TRAINING COORDINATOR AND WILL CHOOSE APPROPRIATE

CANDIDATES FOR THESE TRAINING PROGRAMS.

D. HIGH LEVEL EXPERT ADVICE TO BE PROVIDED THROUGH UNFDAC TO FORMULATE DEVELOPMENT RELATED NARCOTICS CONTROL PROGRAMS.

--- MICHAEL DEMEKDE WILL BE AVAILABLE TO ADVISE THE GOVERNMENT OF AFGHANISTAN REGARDING FURTHER PROGRAMS.

-- THE GOVERNMENT OF AFGHANISTAN WILL COORDINATE THE ESTABLISHMENT OF FUTURE PROGRAMS WITH MR DEMETRE.

E. THE UNITED STATES GOVERNMENT IS INTERESTED IN KNOWING WHAT THE GOVERNMENT OF AFGHANISTAN INTENDS TO DO ABOUT THIS YEAR'S POPPY CROP.

4.WAHEED ABDULLAH'S RESPONSES TO THESE PROPOSALS, CONFIDENTIAL

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DESPITE HIS EARLIER PROTESTIONS OF INTEREST, WAS ESSENTIALLY NON-COMMITTAL. THE AMBASSADOR POINTED OUT THAT THE UNITED STATES WILL BE READY AT ANY TIME THE GOA DECIDES TO CONVENE THE FIRST MEETING OF THE INTERNATIONAL COORDINATING COMMITTEE. ABDULLAH ASSURED THE AMBASSADOR THAT THE APPROPRIATE GOA MINISTRIES ARE ALSO READY, BUT THAT FURTHER WORK WILL BE REQUIRED BEFORE SELECTING SPECIFIC MEMBERS FROM THE AFGHAN SIDE. REGARDING AN AIRIAL SURVEY, ABDULLAH DEMURRED BY STATING THAT SUCH A PROGRAM, WHICH WOULD, SINCE MAJOR GROWING AREAS ARE EAST OF KABUL , BE CONDUCTED NEAR THE "VERY SENSITIVE" PAKISTAN BORDER, MIGHT POSSIBLY BE CARRIED OUT BY AN AFGHAN PLANE BELONGING TO THE CARTO-GRAPHIC SOCIETY. THE MINISTER MADE A PITCH FOR MORE EQUIPMENT FOR USE IN BORDER CONTROL OPERATIONS. THE AMBASSADOR STRESSED, HOWEVER, THAT THE UNITED STATES WAS DISCOURAGED BY ITS OWN EXPERIENCE IN OTHER BILATERAL PROGRAMS, AND SINCE THE UNFDAC PROGRAM WAS PROCEEDING SATISFACTORILY, THE UNITED STATES FELT THAT THE MAJOR FOCUS OF OUR PROGRAMS IN AFGHANISTAN SHOULD BE ON THE ERADICATION OF NARCOTIC PRODUCTION RATHER THAN ON BORDER CONTROL. ABDULLAH THEN ADDED THAT THE AFGHAN POLICE ARE SO HEAVILY ENGAGED IN THE PROBLEM OF INTERNAL SECURITY THAT THERE ARE FEW REMAINING POLICE RESOURCES FOR USE IN NARCOTICS ENFORCEMENT. IN THIS REGARD, HE PROMISED TO PROVIDE AN ANSWER SOON TO THE TEAM'S PROPOSAL FOR INCREASED TRAINING OF ENFORCEMENT OFFICIALS IN AFGHANISTAN. AS FOR THIS YEAR'S POPPY CROP, THE MINISTER IN CHARGE

CLAIMED THAT THE AFGHAN NARCOTICS SQUADS WERE NOW CONDUCTING OPERATIONS IN THIS FIELD. (AS THE DEPARTMENT IS AWARE, THE EMBASSY DOES NOT BELIEVE THESE OPERATIONS HAVE BEEN EFFECTIVE TO DATE).

5. AS A RESULT OF THE VISIT, THE U.S. MISSION
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AND THE TEAM OFFER THE FOLLOWING OBSERVATIONS:

-- IT IS EVIDENT THAT THE GOVERNMENT OF AFGHANISTAN PERCEIVES LITTLE DOMESTIC THREAT FROM NARCOTICS, AND ADMITS TO NO SIGNIFICANT ADDICT POPULATION OUTSIDE THE ISOLATED AND EXTREMELY POOR PROVINCE OF BADAQSHAN. AFGHANISTAN SEES IRAN, THE MAJOR "VICTIM COUNTRY" OF OPIATES ORIGINATING OR TRANSITTING AFGHANISTAN, AS INDIFFERENT TO THE NARCOTICS TRADE. THE GOA ALSO APPARENTLY HOLDS THE VIEW THAT THE NARCOTICS ISSUE IS NOT YET A MAJOR THREAT TO ITS RELATIONSHIPS WITH THE EUROPEAN VICTIM COUNTRIES AND WITH THE UNITED STATES.

-- THE GOA APPEARS WILLING TO STEP-UP EFFORTS TO INTERDICT OPIUM TRAFFICKING BECAUSE SUCH ACTION WOULD PROVIDE A LOW COST WAY TO DISPLAYING ITS CONCERN WITH THE NARCOTICS PROBLEM EVEN THOUGH OVERALL SUPPLIES WOULD NOT NECESSARILY BE REDUCED SIGNIFICANTLY. IF ANYTHING, THE COMBINATION OF HIGHER DEMAND AND/OR THE ABILITY OF IRANIAN ADDICTS TO PAY MORE, COUPLED WITH GOA ENFORCEMENT ACTION, HAS HELPED DRIVE UP OPIUM PRICES AND OPIUM PRODUCTION. GOA OFFICIALS APPARENTLY FEEL THAT WITH THE HELP OF UNFDAC, THEY ARE MAKING GOOD PROGRESS ON ENFORCEMENT AND INTERDICTION, AND INDEED, THEY MAKE MUCH OF THE PLAUDITS RECEIVED IN THIS AREA.

-- GOA OFFICIALS ALSO POINT WITH PRIDE TO ALLEGED PROGRESS THEY HAVE MADE IN CUTTING OPIUM PRODUCTION IN BADAQSHAN, AND CHASTISE UNFDAC, THE U.S., AND THE SWISS, AND THE U.K. FOR NOT FULFILLING A PURPORTED BARGAIN TO HELP BUILD A HEALTH-REHABILITATION CENTER FOR THE REGION.

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FM AMEMBASSY KABUL
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C O N F I D E N T I A L SECTION 3 OF 3 KABUL 2770

--IT APPEARS FROM THE INFORMAL INSPECTIONS
WHICH THE EMBASSY AND UNFDAC HAVE CARRIED OUT SO FAR
THAT THIS YEEAR WILL SEE A BUMPER OPIUM CROP THROUGHOUT
AFGHANISTAN. PRODUCTION EVERYWHERE SEEMS TO BE UP AS
A RESULT OF ALMOST IDEAL WEATHER CONDITIONS AND THE
ANTICIPATION OF HIGHER PRICES. THE THREE-YEAR OLD
GOA LAW BANNING PRODUCTION IS OBVIOUSLY NO THREAT
TO THE FARMERS WHO, AS THE DIRECTOR GENERAL OF
PUBLIC SECURITY PUT IT, ARE "RUDE" IN MOVING
THEIR PLANTINGS TO THE EDGES OF THE MAJOR ROADS.
PRESIDENTIAL ORDERS TO PROVINCIAL GOVERNORS TO
DESTROY THE CROPS HAVE APPARENTLY GONE UNHEEDED
AND UNENFORCED THUS FAR.

6. IN VIEW OF THE ABOVE, THE EMBASSY/TEAM SUBMITS
THE FOLLOWING RECOMMENDED U.S. COURSE OF ACTION
FOR THE REMAINDER OF CY 1977:

-- SUPPORT FULLY THE MINISTRY OF FOREIGN AFFAIRS
INITIATIVES
REGARDINGTHE INTERNATIONAL COORDINATING
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COMMITTEE. HEAVY EMPHASIS FROM THE U.S.MISSION IN
KABUL AND FROM THE DEPARTMENT SHOULD BE ON BOTAINING
THE FULL PARTICIPATION OF OTHER "VICTIM"NATIONS.

-- CONTINUE TO SUPPORT THE UNFDAC ENFORCEMENT
PROJECT BUT LIMIT ANY U.S. BILATERAL FINANCING
FOR ERADICATION. THE GOA WOULD LIKE TO EXPAND
SIGNIFICANTLY THE BORDER CONTROL ASPECTS OF THE
PROJECT, AT GREAT COST AND DUBIOUS RETURN. WE SHOULD
WORK CLOSELY BUT BEHIND THE SCENES TO EXAMINE THE
VALIDITY OF THE GOA APPROACH.

-- EXERT THE MAXIMUM PRESSURE POSSIBLE ON THE GOA TO DO AN AERIAL SURVEY ON THE LOCATION AND SIZE OF THIS YEAR'S POPPY CROP. IF THE USE OF A U.S. SUPPLIED AIRCGJFT AND CREW IS UNACCEPTABLE, WE SHOULD CONSIDER FINANCING A GOA OPERATION IF

PE GOA REQUESTS US TO DOHLO. IF THE GOA REFUSES TO MOVE ON THE SURVEY IN ANY FORM, WE SHOULD CONTINUE TO USE ALL AVAILABLE APPROPRIATE INTELLIGENCE SOURCES AVAILABLE TO THE USG TO MONITOR POPPY PRODUCTION.

--URGE OTHER COUNTRIES AND INTERNATIONAL ORGANIZATIONS TO MAKE REPRESENTATIONS TO THE GOA AIMED AT STIMULATING ERADICATION OF THE MANY PRODUCTION AREAS.

-- CONTINUE DISCUSSIONS WITH OTHER DONORS AND INTERNATIONAL FINANCIAL INSTITUTIONS TO INSERT ANTI-OPIUM PRODUCTION CLAUSES INTO FINANCING AGREEMENTS FOR AGRICULTURAL DEVELOPMENT.

-- MOVE QUICKLY AHEAD WITH PLANS TO HOLD AN IN-COUNTRY TRAINING PROGRAM FOR THE STAFFS OF THE NEW ASU'S AND BORDER CONTROL MOBILE UNITS; BRING TO AFGHANISTAN A TRAINING GENERALIST TO START ON DEVELOPING AN AFGHAN NARCOTICS TRAINING CAPACITY.
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SUBJECT TO EMBASSY ISLAMABAD'S CONCURRENCE, S/NM WILL MOVE IMMEDIATELY TO PLACE A GENERALIST WITH TRAINING EXPERIENCE IN PAKISTAN TO WORK AS REGIONAL TRAINING/ADMINISTRATION ADVISOR TO BOTH AFGHANISTAN AND PAKISTAN.

--PROVIDE FULL IN-COUNTRY SUPPORT FROM THE U.S. MISSION (IN COOPERATION WITH UNFDAC AND UNDP) TO MICHAEL DEMETRE IN ORDER TO: 1) REVISE THE FINNCONSULT REPORT; 2) DEVELOP SMALL, QUICKLY IMPLEMENTED PROJECTS FOR NON-U.S. FINANCING IN THE SECONDARY PRODUCTION AREAS, IE., THOSE AREAS WHERE THE GOA SHOULD BE ABLE TO TAKE EARLY ENFORCEMENT ACTION.
-- CONTINUE TO MOBILIZE THE RESOURCES OF THE EMBASSY TO ACQUIRE AN IMPROVED STRATEGIC NARCOTICS INTELLIGENCE (INFORMATION) BASE.

7. TEAM PLUS EMBASSY REGARD THIS MESSAGE (COMBINED WITH KABUL A-16 OF FEBRUARY 9, 1977) AS ADEQUATE FOR PRESENT PROGRAMMING PURPOSES AND NO NARCOTICS CONTROL ACTION PLAN FOR AFGHANISTAN NEED BE PREPARED AT THIS TIME.
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Message Attributes

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